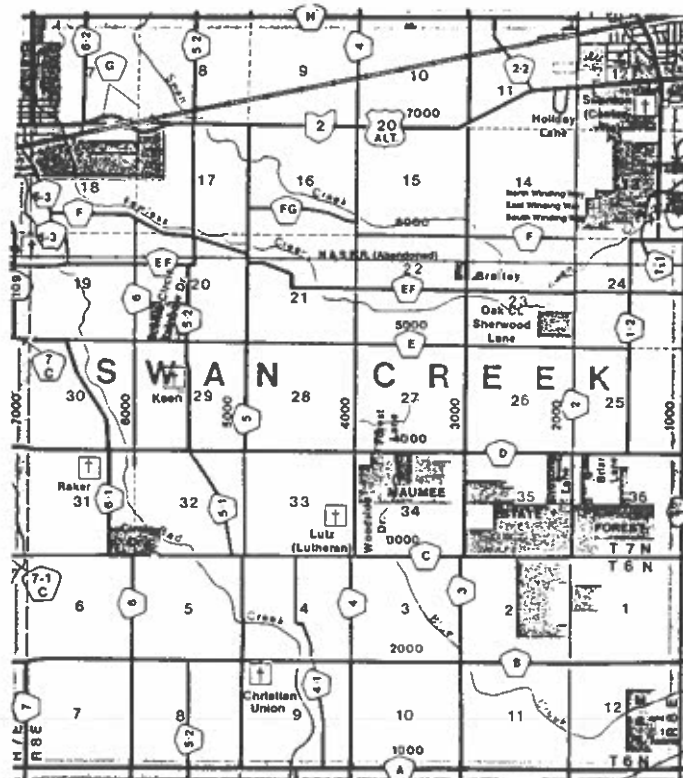


# 1996 COMPREHENSIVE PLAN SWAN CREEK TOWNSHIP



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## EXECUTIVE SUMMARY

### Problem

The immediate problems facing Swan Creek Township are rapid population growth, dislocated and scattered residential growth, poor water quantity and quality in some areas, inefficient waste-water disposal, inadequate storm water drainage, declining agricultural land use, and poor land use management. The township has also experienced a loss of land through annexations as a result of not being able to properly supply water to needed residents and businesses.

### Objective

Given these problems, the objectives of this applied thesis are: 1) to develop a mini-comprehensive plan to address the needs of Swan Creek Township residents; 2) address the issue of growth management and ensure that growth is concurrent with the availability of adequate infrastructure and facilities; 3) to ensure compatibility between residential, commercial, agriculture and industrial land development; 4) promote community values and enhance the quality of life for Swan Creek residents; and 5) ensure that zoning, subdivision and building code regulations are properly enforced to protect public welfare, safety, and community values.

### Major Findings

Populations for Swan Creek Township, based on statistical models, are projected to double by the year 2010. County and township officials do not believe that the current system of wells and septic tanks will be able to accommodate such growth. Currently, there are some areas within the township



that are suffering from inefficient water supply and poor water quality. Residents living in one mobile home park are forced to bring in bottled water because their wells have run dry.

### Recommendations

The planning commission makes a number of recommendations believed to benefit the residents in Swan Creek Township. It is recommended that the entire township be zoned for designated land use such as residential, agriculture, commercial and industrial. It is recommended that growth be directed where adequate infrastructure is available, hence ensuring that appropriate concurrency management plans be effected. The township should have a water district in order to supply residents with water and to prevent future water contamination and water shortage. A water district would slow down annexations as well as control growth.





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# CHAPTER I

## INTRODUCTION

### 1.1 Problem Statement

Swan Creek Township is a rapidly growing residential community located at the southeast corner of Fulton County. Two-thirds of the township is unzoned. The last time zoning was approved for the township was in 1956, encompassing the eastern portion of Swan Creek approximately two and a half miles wide and four and a half miles long (Figure 1.1). Swan Creek has been experiencing significant residential growth over the past 20 years. In 1970 the population in Swan Creek was 3,567, by 1990 it nearly doubled to 5,802. Population projections for Swan Creek indicate that by the year 2000, the population will increase to 8,943 residents within the township. Because only one-third of the township is unzoned, growth in the area has been haphazard.

The immediate problems facing Swan Creek Township are; rapid population growth; dislocated and scattered residential growth; poor water quantity and quality in some areas; inefficient waste water disposal; inadequate storm water drainage; declining agricultural land use and poor land use management. .

The lack of effective planning procedures has had its impact on the type and location of housing structures within the township. For instance, the eastern section of the township has a high concentration of residential housing, about 13% of the housing stock are mobile home parks or manufactured homes. Most of these structures have less than one acre lots, all have road frontage (as opposed to an access road) and, if clustered together or part of a mobile home park, use the same well and septic tank.



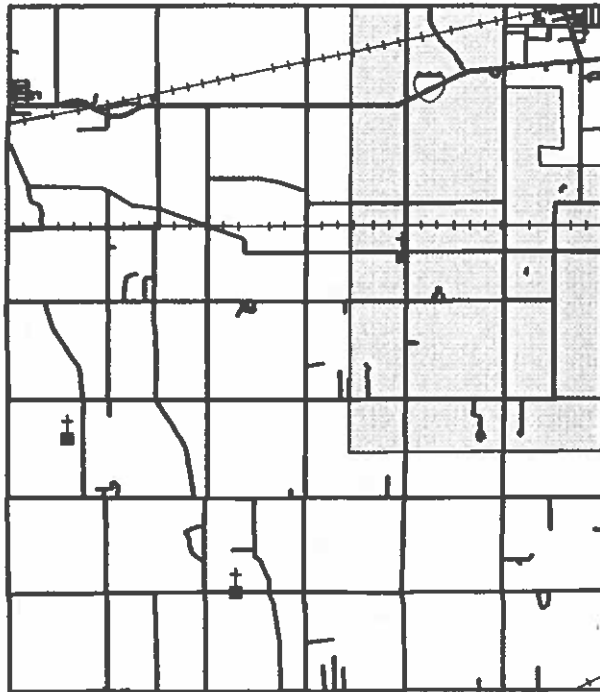


# CURRENT ZONING MAP

## *SWAN CREEK TOWNSHIP*

### LEGEND

-  Zoning
-  US 20A
-  County & Township Roads
-  Railroads
-  Highways
-  Churches



Cartographer: Jennifer Gabel  
Source: FCRP (1995)

Water is a major issue that Fulton County and Swan Creek Township need to address. The static water level is dropping each year, more and more smaller lot splits are occurring which means an increase in population densities. The more people in a small area using the same water supply, the more likely the wells will run dry or become contaminated; this is one of the major concerns facing the township today. There are currently no public water or sewer lines within the township, however there are some areas that need them. Just recently a residential subdivision (Peaceful Valley) and a trailer park (Forest Mobile Home Park) within the township petitioned Fulton County for the Village of Delta to supply them with public water. This is not surprising because in both places the water table is high and lots are close together, running the risk of dry wells or contamination.

As of yet, there is no alarming problem with waste water disposal in Swan Creek Township. The current system of septic tanks is working adequately. There is an abundance of sandy soils which makes an excellent system for filtering out impurities. The way home human disposal in Swan Creek works is that solids stay in the holding tank and liquids go into a leach field. From the leach fields, the liquid eventually seeps into the ground. As the liquid travels so many feet through the sand from its point of discharge, the liquid becomes more purified. This explains why drinking wells and septic tanks are required to be 100 feet apart. However, continued growth in areas of high residential density, is likely to lead to contaminated drinking water. Homes that are clustered together run the risk of violating the 100ft. distance standard. As a result, the Health Department has recommended that future residential growth be diverted toward the eastern and western sections of the township to tap into public water and sewer lines.

A major problem with road front development in Swan Creek is the issue of storm water drainage. In rural areas where the water table is high and the topography is flat, there needs to be surface drainage into roadside ditches. Ditches are grated to drain into outlet tiles or natural streams (which are sometimes altered) to provide drainage. When there is a lot split, the County Engineers Office recommends that the builder put in a culvert. A culvert is a cement cylinder that allows for the natural ditch to remain in-tact but can be paved over to allow for a driveway. That is the recommendation of the Engineers Office, however, because most of Swan Creek is unzoned, such suggestions can not be enforced. Some county officials believe that many people who move from the city into the county often want their yards to be flat like they were in the city. The problem with a level yard and no drainage ditch is that there is no outlet for the water. The water will, therefore, pond on the edge of the road resulting in one of three major problems: 1) stagnant water on the road side could cause a car to hydroplane, leaving the driving surface without control 2) in the winter time, the water could freeze causing an ice patch that could also create a driving hazard and 3) the stagnant water can seep into the shoulder of the road and deteriorate the road. The resultant effect is an increase in the wear and tear of county roads which means more maintenance. Also, entering and exiting ones residence onto a main county or township road as opposed to an access road, especially if the weather is inclement, can increase the risk of auto accidents.

The problem with road front development results in an increase of wear and tear on the county roads which means more maintenance. . Also, entering and existing ones residence onto a main county or township road as opposed to an access road, especially if the weather is inclement, can increase the risk of

auto accidents.

There are a number of problems farmers are experiencing because of the increase in resident population. Not only has there been loss of significant farm land, but also conflicts of interest emerge between operating farmers and residents, especially those residents from the city. For instance, farming practices such as farm machines taking up the whole width of the road, and manure or chemical fertilization often lead to conflicts of interest. When people build on road fronts, they sometimes pave over natural drainage ditches and not providing a supplement drain. This loss of drainage ditches saturates the ground with standing water which can then prevent a farmer from utilizing combines to plant and harvest crops, thus resulting in a loss of crops and revenue.

Other problems facing Swan Creek Township include the lack of building codes and subdivision regulations or site plan reviews. These are some very necessary components of planning that are absent from Swan Creek and further complicate the problems within the township.

## 1.2. OBJECTIVE OF STUDY

Given these problems, the objective of this applied thesis is to develop a mini-comprehensive plan update to address the needs of Swan Creek Township residents and to maintain the integrity, character, and natural and cultural landscape of the township. A comprehensive plan is a statement of policy that encompasses all the functions that make a community work, and covers such community desires as the quantity, character, location, and rate of growth (So & Getzels, 1988). It sets forth its major policies concerning desirable

future physical development, and clarifies the interrelationships between physical development policies along with social and economic goals (Kent, 1995). Following Smith (1995), this study employs the comprehensive plan to coordinate all functional and natural systems and activities relating to the use of lands, including , but not limited to sewer and water systems, transportation systems, natural resources, and water quality management.

The Fulton County Regional Planning Commission encourages residential growth, but in a controlled, planned and managed way. Having compact residential growth that will take advantage of available physical and social infrastructure such as water and sewer availability and adequate transportation routes is a rational way of concurrency management planning. Part of this rationale involves, discouraging residential growth from areas where proper public services do not exist, and discouraging haphazard parcel splits. Swan Creek Township needs to examine zoning codes, subdivision regulations, and building codes in order to ensure planned residential growth.

The objectives of the comprehensive plan, therefore, include:

1. *To address the issue of growth management to ensure that growth is concurrent with the availability of adequate infrastructure and facilities,*
2. *To promote orderly growth and to ensure compatibility between residential, commercial, agricultural, and industrial land development,*
3. *To promote community values and enhance the quality of life of Swan Creek Township residents,*
4. *To encourage proper land development for commercial and industrial purposes in order to enhance job opportunities for residents,*
5. *To ensure that zoning, subdivision and building code regulations are properly enforced to protect public welfare and safety and to promote community values.*

The study will employ citizen participation techniques as tools to assist community needs. A random survey will be mailed to 250 Swan Creek residents and a public meeting will be hosted by the Township Trustees and the Regional Planning Commission to allow residents to voice their concerns and provide suggestions on the townships future development.

Citizen participation is a major component of this study. As Smith (1995) points out, informed public is essential to the organization of planning as well as the effectuation and activation of plans. Citizen participation usually serves three major purposes. First, it helps in arriving at a consensus or "common philosophy" on a communities future; second, it maintains the democratic ethic by allowing citizens to learn more about how government and planning work, thereby guarding the public interest and third, it helps in developing political support thus reducing the potential for alienating the individual (Arnold et al, 1983).

Interviews with a number of township and county officials will also be conducted. The comprehensive plan is designed to examine the community through the eyes of its leaders and residents, and how everyone can work collectively to improve Swan Creek Township for the betterment of its residents.

### 1.3 RATIONALE FOR THE STUDY

This comprehensive plan update has important implications for planning Swan Creek Township. Based on the determination of past, present and projected conditions, the plan will establish goals and help provide a vision for future development. Some goals can be attained incrementally overtime through zoning, rezoning and subdivision regulations, and municipal

expenditures for capital improvements. The plan can help guide residential, commercial and industrial growth in a way that minimizes conflicting land use. The plan can assist future community decisions in a way that positively affects all people in Swan Creek and by allowing township residents to gain further insights and a better understanding of the growth consequence of the community.

The master plan will facilitate the process of developing appropriate planning recommendations that guide the rate and character of future growth. Having a plan in place, will also enhance the community's chance of gaining needed funds to finance infrastructure improvements. One case in point is the petition by some of the residents in Swan Creek for Delta to supply them with water. The water lines will be financed by the residents of the subdivision and the mobile home park. However, the water lines will have to cut across farm land in order to reach the residents. The county and township need to apply for grants from the State of Ohio in order to pay for those particular lines; farmers are not going to pay for public water lines. This plan could be used to aid the trustees in their petition to receive monies from the state for construction projects. This plan will also be used in the 1996 County comprehensive plan.

#### 1.4 SUMMARY OF CHAPTERS

To meet the objectives outlined above, this applied thesis is divided into 10 chapters. Chapter 2 discusses the geographic location, site characteristics, and history of Swan Creek Township. Chapter 3 then outlines the methodological and data collection procedures of the techniques employed in this study.

Chapter 4 then presents the results of a community needs assessment employed in the study. This is followed by a demographic and socio-economic profile of Swan Creek residents in chapter 5; an overview of the townships economic base in chapter 6; a description of housing attributes in chapter 7; an inventory of land use, land use conversion, and annexation trends in chapter 8; and an assessment of the infrastructure and public facilities in chapter 9.

The study then concludes with a review of major planning recommendations for Swan Creek Township in chapter 10. An executive summary that highlights the major findings of this study is featured in the beginning of the report.



## CHAPTER 2 GEOGRAPHY AND HISTORY OF SWAN CREEK TOWNSHIP

### 2.1. GEOGRAPHIC LOCATION

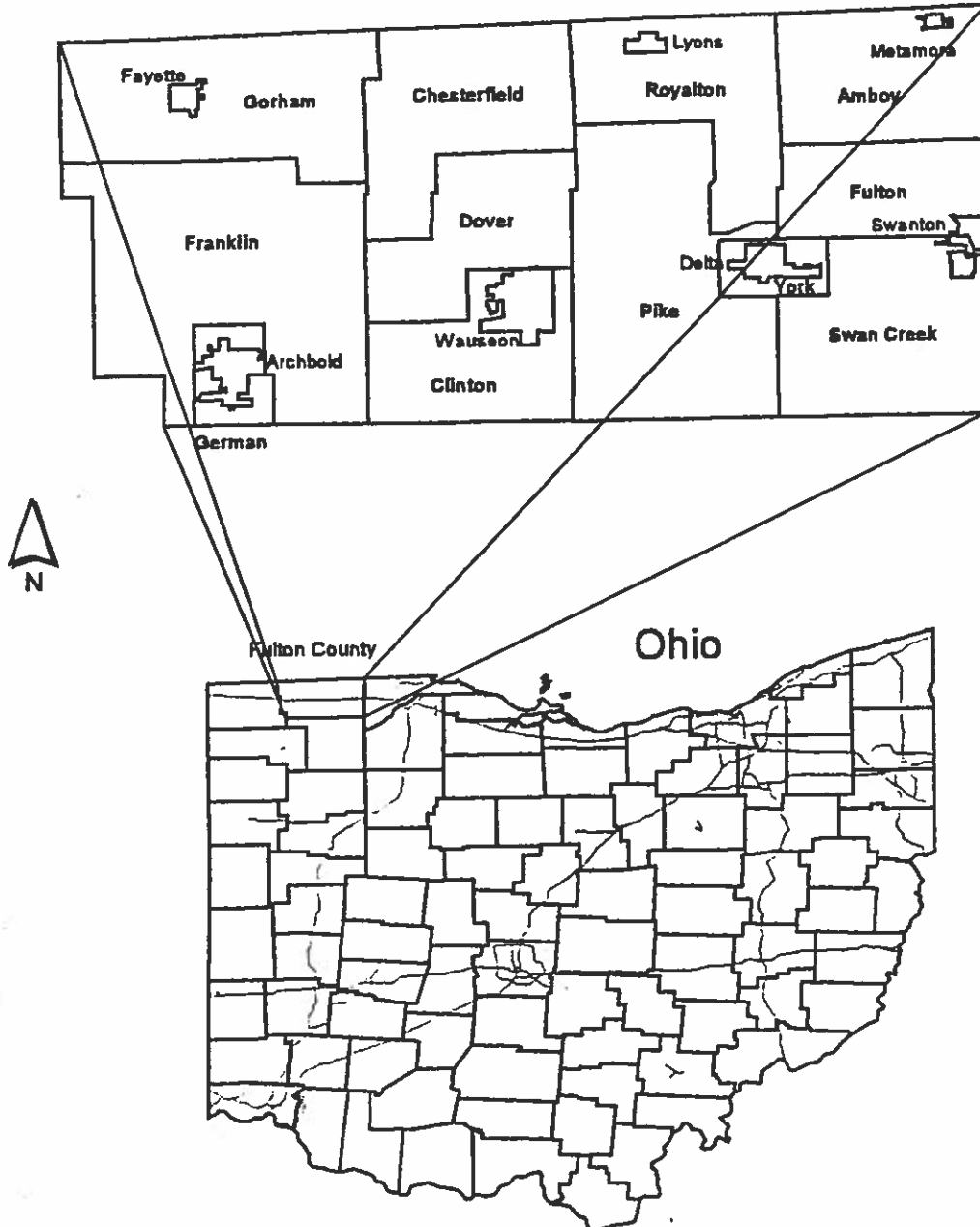
Swan Creek is located at the southeastern most section of Fulton County, abutting Lucas County on the east and Henry County on the south (Figure 2.1). The township is bisected by a major highway --US Rt. 2 -- linking the entire county to regional and national markets, via I-475, I-75, the Ohio Turnpike, and the Toledo Express Airport. The Conrail Rail line traverses the northwestern section of the township. This is the third busiest rail line in the country, extending from New York to Chicago, approximately 100 trains travel these tracks per/day. The Ohio Turnpike, I-80 90 is less than one mile north of Swan Creek

### 2.2. GEOGRAPHY OF SWAN CREEK

The topography of Swan Creek township is nearly a flat plain with the highest elevation near the northwest section of the township and the lowest elevation in the southeast corner of the township. The entire area is gently sloping consisting of valley streams and sand ridges.

The geology of Swan Creek Township originates from glacial deposits and glacial till from the last ice age. Before the last ice age, most of present day Fulton County was composed of several streams. When the glaciers started to retreat north, they filled in many of the streams with glacial deposits. The post-glacial stage for Fulton County is a result of present-day Lake Erie. Shortly after the retreat of the glaciers, Lake Erie became much bigger than it is today and had several long beach lines that extended into present-day Fulton County.

# Townships Of Fulton County



Cartographer : Jennifer Grabel  
Source : Tiger Line Files

These shore lines have since disappeared, but remnants of the shore line still exist. Oak Openings, which is located in the southwest portion of Lucas County, is a remnant of the Lake Erie shore line. Oak Openings was once a beach of Lake Erie. The remnants of the glacial lake are evident in Swan Creek because most of the soils found within that area are from beach ridges or shore line deposits. As a result of the glacial deposits of fine sand and silty clay, nearly 80% of Swan Creek "contains localized lenses of sand and gravel which may yield as much as 10 gallons of water per minute" (Figure 2..2).

The soils that are found in Swan Creek Township are a result of glacial deposits and the retreating of Lake Erie's shore line. There are 4 major soil association types found in Swan Creek, they are Ottokee-Granby-Tedrow (OTG), Mermill-Haskins (MH), Colwood-Kibbie-Bixler (CKB), and Hoytville-Nappanee (HN) (Figure 2.3).

The Ottokee-Granby-Tedrow association is a fine sandy soil that is a gently sloping soil usually found on beach ridges and sand dunes. OGT has a slow runoff and there is rapid permeability and the water capacity tends to be low. The soil is best suited for farming, specifically corn, soybeans, and wheat. Because permeability is rapid, technically crops should not get enough water, however, irrigation makes up for the deficiency and because this area receives enough annual rainfall that it is able to have a high crop yield. One of the major problems with this type of soil is wind erosion. Since the soil is droughtiness, the soil is usually eroded by wind in between cultivations. Nearly 75% of Swan Creek is comprised of these soils.

The Colwood-Kibbie-Bixler is typically a loamy, silty, and sandy soil, typically found "on out wash plains, beach ridges, and deltas... very poorly and somewhat poorly drained." (Soil Survey, 1984). CKB soils tend to have slow

runoff with rapid permeability. Loamy soil is 1/2 clay and 1/2 sand. The best use for this type of soil is farming and woodlands. About 5% of the township is made up of this type of soil, specifically located in the far northeastern section. Water moves through this type of soil at a more even rate than soil strictly made of sand or clay. Loamy soils hold water longer than sand but not as long as clay. This soil has a high organic matter which equates to better fertility for crops.

Mermill-Haskins soils is found in the northern part of the township. This is a "nearly level, very poorly drained soils that formed in loamy out wash deposited over loamy till or lacustrine deposits." (Soil Survey). About 10% of the northern part township has this type of soils.

Hoytville-Nappanee soil association is "nearly level and gently sloping, very poorly drained and somewhat poorly drained soils that formed in clayey and loamy glacial till reworked by water" (Soil Survey). These soils are found near the northwest section of the township. Approximately two-thirds of the soil is of the clay association. Clay based soils hold water very well, therefore natural drainage is poor and artificial drainage such as tiles are necessary if the land is going to be used for agricultural purposes. About 10% of Swan Creek is comprised of this soil association.

### 2.3. HISTORY OF SWAN CREEK

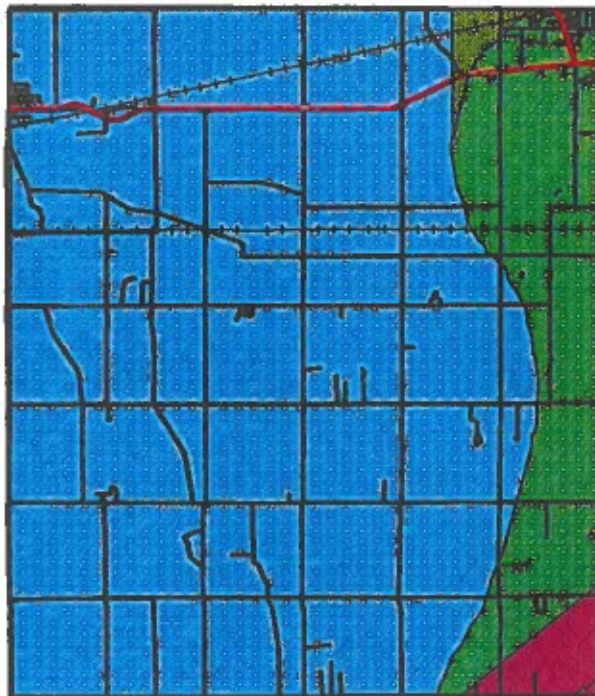
Swan Creek Township was originally part of Lucas County, extending east into portions of present-day York Township and north into present-day Fulton Township. The township was established in 1836, and the names of its first officials are unknown. The name "Swan Creek" was derived from the name of one of the streams that traverses the township. The original boundary line of

# GROUNDWATER MAP

## *SWAN CREEK TOWNSHIP*

### LEGEND

-  Low Water Yields
-  Low-Medium Water Yield
-  Medium-High Water Yield
-  High Water Yield
-  County & Township Roads
-  Railroads
-  Highways



Cartographer: Jennifer Grabel  
Source: ODNR (1991)



# SOILS MAP

## *SWAN CREEK TOWNSHIP*



### LEGEND

-  Colwood-Kibbie-Bixler
-  Octotee-Granby-Tedrow
-  Merrill-Wastins
-  Hoytville-Wappanee
-  County & Township Roads
-  Railroads
-  Highways



Miles



Cartographer: Jennifer Grabel  
Source: Soil Survey (1990)





Swan Creek extended two miles north of the present-day boundary line which abutted the state border of Michigan and Ohio. The former line which divided Michigan and Ohio is present-day County Road K. A man by the name of Robert Fulton was one of the first to survey Fulton County. He established the boundary line between Ohio and Michigan. In 1850 when the county was established it took the name of its surveyor, Fulton. In 1835 this border was disputed resulting in the bloodless "Toledo War." After the conflict, the disputed area was resurveyed and the northern part of the disputed area was given to Ohio, as compensation Michigan acquired the Upper Peninsula from Wisconsin. In 1843 the northern portion of Swan Creek Township was partitioned and established as Fulton township.

Fulton County is based on a system of townships and ranges which are supposed to be 36 square miles in area. No township within Fulton County is exactly 6 miles by 6 miles, but many are close. The purpose of taking some of the land in northern Swan Creek and creating another township was an attempt to create another 36 square mile townships.

The natural drainage of the township consists of Swan Creek, Bad Creek and Blue Creek which move east and southeast eventually discharging into the Maumee River. The northern portion of the township was heavily wooded, made up mostly of black walnut, hickory, beech, oak, elm, ash and sugar maple. Because of the abundance of trees and the desire to clear the forest for farming purposes, manufacturing and selling of railroad ties was one of the first major sources of revenue for many Swan Creeks residents.

Originally, most of the area was swamp land, " earth floating on water and that in the early days a pole could be forced into it to the depth of soft." (Mikesell) Through human intervention of ditches and under-tiling, the water

was drained unveiling highly productive soils.

The desire to live in Swan Creek township during the early part of the 19th century was "that of being a short distance from the enterprising and thriving city of Toledo, and traversed by one of the principle lines of railway leading from that city, it is probable that but a few years will elapse before there will be so great a demand for the production of the market gardener, that much of the acres of the township will be devoted to that kind of farming." (Aldrich) The first main road through Swan Creek came from Maumee for the purpose of "milling and markets." The two main rail lines that traversed through the township were Air-Line Division of the Lake Shore and Michigan Southern Railway which ran through the north and southwest corner of the township. The Toledo, Wabash and Western Railroad was the other main rail line that ran through the township, this line went through the southeast corner of the township.

## CHAPTER 3 METHODOLOGY

### 3.1. INTRODUCTION

Development of the updated master plan required the utilization of a variety of tools and techniques to accurately assess past, present, and future planning trends in Swan Creek. The methods of analyses employed in this study involved four major procedures. They include:

1. Community Needs Assessment
2. Citizen Surveys
3. Projection Techniques
4. Graphic and Tabular Analyses.

These four methodological procedures are outlined below.

### 3.2 COMMUNITY NEEDS ASSESSMENT

Two hundred and fifty resident of Swan Creek were randomly selected to complete a Community Needs Survey, that was mailed, to get their opinion on the changes occurring within the township. By using the Dickman Directory (a county address book) residents were selected by counting every ten persons listed to be living on the roads within the township. The survey was accompanied with a letter explaining its purpose and intent. The survey was designed to get respondents to rate community services, housing conditions, and environmental quality. Another objective of the survey was to get residents

opinions on some of the pressing issues currently facing the township. Ninety people responded to the survey (a response rate of 36%). A copy of the survey and letter of intent are located in the Appendix.

### 3.3. CITIZEN PARTICIPATION

Citizen participation provides an opportunity to combine the community's intelligence and the planner's skills to affect the development outcomes.

Citizen participation techniques in the planning process range from charettes, neighborhood meetings, citizen advisory committees, attitude surveys, group dynamics, and policy Delphi, to public hearings.

In this study, a combination of public hearings and policy Delphi techniques were employed to solicit input from both citizens and planning officials respectively. Public hearing brought citizens, county and local officials together to discuss some of the pressing issues concerning Swan Creek.

A policy Delphi is useful in gaining insights from local government and planning staff officials to develop policy recommendations. This is usually accomplished after a series of discussions to achieve a consensus. Over twenty township and county officials were interviewed in order to ascertain as much information that has occurred in Swan Creek over the past ten years.

### 3.4. POPULATION PROJECTION TECHNIQUES

A lotus 123 macro model was employed to calculate six different types of population extrapolation models for Swan Creek. A two-step process was employed to simulate a ten-year population projection. The first step involved identifying the curve that best fit the observed data from 1940 to 1990. The second step involved using the curve that best described past trends to

extrapolate or project future trends.

Mean absolute percent errors (MAPEs) and sum of squared deviations (SSDs) were utilized to select the best fitting curve. The lower the MAPE or SSD the more accurate the projection method. The method with the lowest MAPE and SSD was then selected to project populations for the years 2000 and 2010.

### 3.5 GRAPHIC AND TABULAR ANALYSES

Various graphs, maps and tables were employed to describe socio-economic and land use trends in Swan Creek Township. An Atlas GIS package was used to derive maps illustrating the distribution of soils, along with past, present, and future land use trends.

### 3.6 DATA SOURCE

Data were derived from primary and secondary sources. The primary data involved citizen surveys, public hearings, and policy Delphi as outlined above. The secondary sources were obtained from census reports and local government reports from Fulton County.

## CHAPTER 4 COMMUNITY NEEDS ASSESSMENT

The community needs assessment was conducted in three stages. The first stage involved interviews with over twenty township and county officials to ascertain as much information as possible about Swan Creek Township. The second stage involved randomly mailing out a survey to 250 township residents to rate community services and express various concerns regarding Swan Creek's future. The third stage involved the organization of a town meeting to provide those residents who did not receive a survey an opportunity to voice their opinions and concerns about the township.

Results from the interviews with County and Township officials revealed an overwhelming consensus about what the township needs to properly handle growth in Swan Creek. The township and county officials recommended that Swan Creek needs; 1) public water and sewer lines, with the increase in residential population, the health department does not believe that the current system of wells and septic tanks will adequately and safely service the residents. 2) Officials would like to see the rest of the township zoned. by consolidating residential growth to the far western and eastern section of the township and preserve remaining farm land, 3) regulate subdivision, 4) enforcing building and maintenance codes, 5) only approve lot splits that are 5 or more acres with a minimum of 500 road frontage. 6) and encourage developers to build access roads off of Rt. 20A. Access roads reduce maintenance on Rt. 20A and it would create a more attractive, cohesive, and safe roadway. The officials want to avoid "long stretches of intensive development, poorly marked on adequately spaced driveways, inadequate

turning lanes, and haphazard on-site circulation facilities" (PDY Land Use Plan, 1995).

Focusing on how Swan Creek has changed over the past ten years, some of the biggest changes witnessed are the increase in population, increase in housing structures, decrease in productive farm land, and growing concerns with water quantity and quality.

Using that information, a survey was designed to be sent out to township residents to get their opinion on the changes occurring within the township. Two hundred and fifty people were randomly selected to complete a Community Needs Survey that was sent to them through the mail pertaining to Swan Creek Township. The residents were randomly selected by counting every ten persons listed on the roads in the township. The survey was accompanied with a letter explaining who was sending the survey and its purpose. The survey asked the recipients to rate community services, housing, and their opinion on some of the pressing issues currently facing the township. Ninety people responded to the survey, a copy of the survey, letter of intent, and respondent's comments are located in the appendix.

The results from the survey (Table 4.1) indicate that nearly 50% of the residents surveyed thought the water quantity and quality were good. Residents rated solid waste disposal in the range of good to fair. Slightly more than half of the residents surveyed agreed that road condition and maintenance were good. 73% stated that street signs were good. Water drainage was not rated as favorably. The majority of residents, 38.8%, stated that water drainage was only fair. The condition of housing was rated good or fair by almost half of the residents surveyed.

In the survey, residents offered their opinion on some of the pressing

Table 4.1

Rating of Community Amenities

	<u>GOOD</u>	<u>FAIR</u>	<u>Poor</u>	<u>No Answer</u>
water supply	55.50%	27.78%	33.33%	4.55%
water quality	48.89%	30.00%	17.78%	3.41%
solid waste disposal	41.11%	31.11%	15.56%	13.64%
schools	45.56%	42.22%	7.78%	4.55%
mosquito control	3.33%	15.56%	74.44%	6.82%
medical service	60.00%	25.56%	10.00%	4.55%
EMS service	75.56%	16.67%	3.33%	4.55%
police service	63.33%	31.11%	4.44%	2.27%
fire service	77.78%	13.33%	2.22%	6.82%
road conditions	53.33%	38.89%	7.78%	0.00%
maintenance of roads	51.11%	38.89%	10.00%	0.00%
street signs	73.33%	22.22%	4.44%	0.00%
water drainage	30.00%	38.89%	20.00%	10.23%
condition of housing	50.00%	44.44%	1.11%	5.68%
adequate housing	38.89%	42.22%	13.33%	6.82%

DII

Assessment of Planning Needs

	<u>NEEDED</u>	<u>NOT NEEDED</u>	<u>Don't Know</u>	<u>No Answer</u>
population control	46.67%	34.44%	16.67%	2.27%
new housing	36.67%	41.11%	18.89%	3.41%
land use planning	63.33%	16.67%	17.78%	2.27%
commercial development	48.89%	31.11%	16.67%	3.41%
industrial development	44.44%	36.67%	15.56%	3.41%
public lines	44.44%	27.78%	25.56%	2.27%
agriculture preservation	60.00%	14.44%	23.33%	2.27%
community services	16.67%	21.11%	42.22%	20.45%



Issues currently facing their township. 46.6% of the residents thought that the township needed population control and to go along with that, 41.1% did not believe the township needed new housing. More than half of the residents are in favor of land use planning and agricultural preservation. Industrial and commercial development was also in favor by the majority of residents surveyed. While most residents thought their current water supply was adequate, 44.4% were in favor of public lines. In the appendix is a list of verbatim comments offered by some of the respondents.

The next step in the community needs assessment was to host a public meeting/planning summit (Table 4.2). The purpose for a town meeting was to target as many residents as possible, specifically those people who did not receive a survey, to voice their opinions and concerns about Swan Creek. Results from the town meeting indicated that there is a need for separate land uses, specific zoning for residential, agriculture, commercial and industrial development. Two farmers attend the meeting and voiced their concerns about increased residential development near their farm operations and resulting problems. The participants would like to see planned industrial growth along the Airport Highway Corridor. Residents are in favor of commercial and industrial growth, to help the economic base of the township. However, they would like to see such growth happen in a place appropriate for such development. The Airport Highway Corridor is the best location for such development because of its location to The Ohio Turnpike, Toledo Express Airport and Rt. 2.

While most residents agree that the current water quality and quantity is sufficient, most are aware that if growth continues, the current system of wells and septic tanks will not suffice. Public water and sewer lines are necessary to

properly handle the continued growth in the township. Residents believe that there needs to be improvements in storm water drainage.. Farmers, more so than residents, see the effects of poor drainage.

Table 4.2

## **RESULTS FROM TOWN MEETING**

Major Concerns Expressed by Swan Creek residents and officials.

1. need for separate land uses
  - a. specific zoning for residential
  - b. specific zoning for agriculture
  - c. specific zoning for commercial and industrial
2. develop the Airport Highway Corridor, plan industrial growth there
3. farmland preservation
4. subdivision regulations
5. water quality and quantity
6. storm water drainage
7. waste water disposal
8. land set aside for recreational use

## CHAPTER 5

### DEMOGRAPHIC AND SOCIO-ECONOMIC PROFILE

#### 5.1 POPULATION TRENDS

A look at the population trends from 1940 to 1990 in table 5.1 shows that Ohio and Fulton County's population are leveling off, Swan Creek Township's population is growing at a rapid rate.

The State of Ohio's population increased from 6,907,612 in 1940 to 10,847,115 in 1990. The biggest increase occurred in 1950 and 1960 when Ohio's population rose from 7,946,627 in 1950 to 9,706,397, an increase of 22.1%. Since 1960, however, Ohio's population has increased, but at a declining rate. For example, between 1970 and 1980, Ohio's population only increased by 1.3% and between 1980 and 1990 it increased by 0.5%. Fulton County's population, including incorporated communities, townships and unincorporated communities, increased by 14.2% between 1970 (33,071) and 1980 (37,351), but then this growth slowed down between 1980 and 1990 (2.0%).

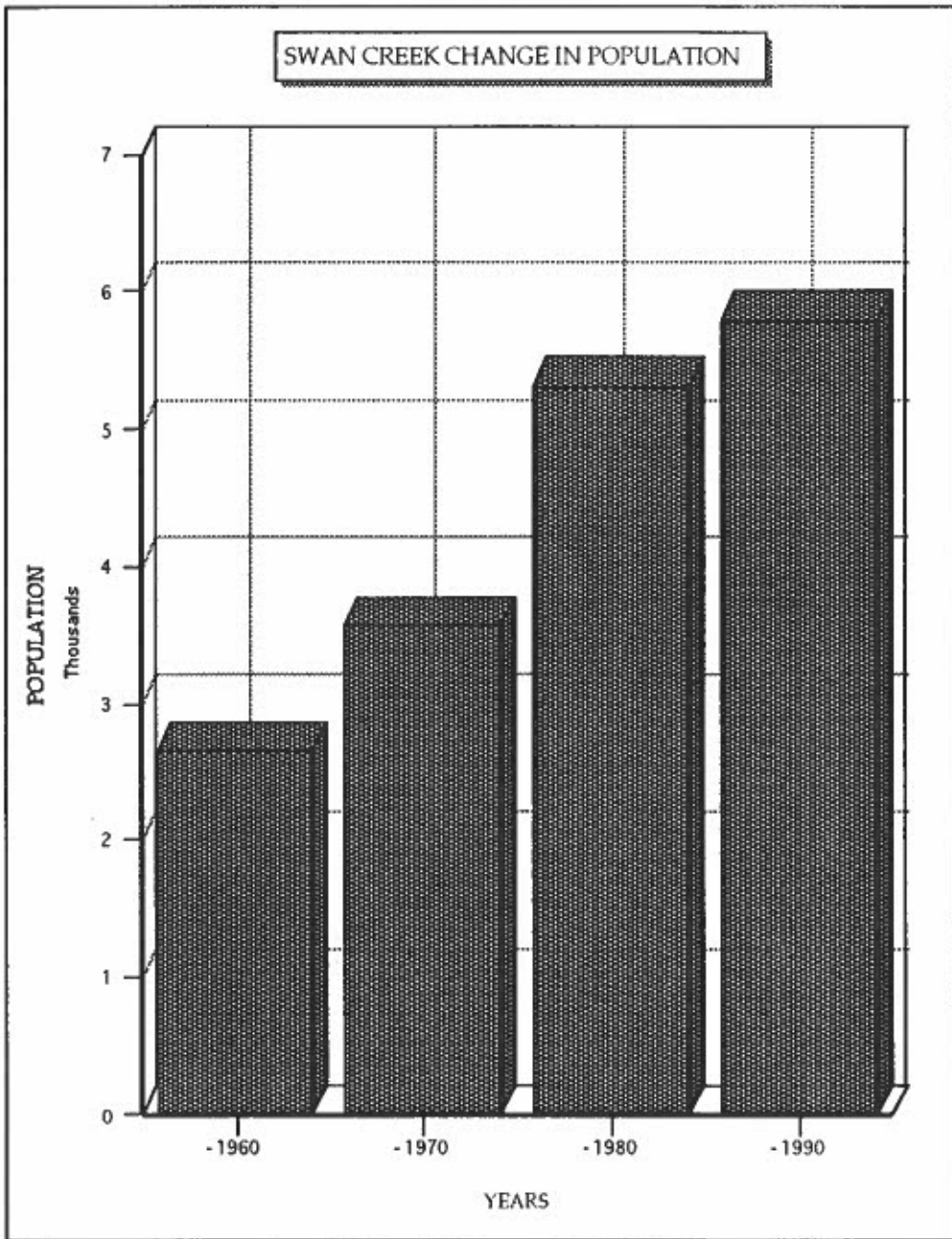
Compared to the State of Ohio and Fulton County, Swan Creek Township has been growing very rapidly over the past ten years, in fact, it is considered to be the fastest growing township in Fulton County. Most of Swan Creek's growth can be attributed to out-migration from the City of Toledo, (suburban sprawl). Between 1940 and 1950, Swan Creek's population grew by 13.4%; this was followed by corresponding increases of 27.4%, 34.9%, and 49.1% in the 1950's, 1960's and 1970's respectively. Between 1980 and 1990, Swan Creek's growth rate of 9.1% was higher than the county's and state's rate of growth (Table 5.1). Swan Creek's population has nearly doubled from 1960 to 1990 (Figure 5.1).

Table 5.1  
POPULATION CHANGES, OHIO, FULTON COUNTY, AND  
SWAN CREEK TOWNSHIP, 1940-2010

Year	OHIO		FULTON COUNTY		SWAN CREEK TWP.	
	Pop.	% change	Pop.	% change	Pop.	% change
1940	6,907,612		23,626		1,829	
1950	7,946,627	15.0%	25,580	8.3%	2,075	13.4%
1960	9,706,397	22.1%	29,301	14.5%	2,644	27.4%
1970	10,657,423	9.8%	33,071	12.9%	3,567	34.9%
1980	10,797,630	1.3%	37,751	14.2%	5,317	49.1%
1990	10,847,115	0.5%	38,498	2.0%	5,802	9.1%
*2000*					8,943	54.1%
*2010*					12,618	41.1%

Source: U.S. Census of Population 1940, 1950, 1960, 1970, 1980, and 1990.

\* Projections Based on Modified Exponential Model



During the 1970s and through the 1980s, most of the country was experiencing a national phenomena of suburban flight, people moving out of the city and into the suburbs. As more and more people moved out of the city, suburban population grew and industrial growth soon followed. Many suburbs were no longer bedroom suburbs, they became cities on the edge of cities. However, one of the unique attributes of Swan Creek and why it is a popular place to locate, is because it has remained a bedroom suburb.

Some of the reasons for the dramatic increase in population within Swan Creek are low land values, it's relatively inexpensive to build homes. Also, people are far enough away from the city to enjoy the amenities of a serene exurban environment, and yet close enough to the city to access its resources. This is made possible by the direct routes into Toledo by the Ohio Turnpike or U.S. Route 2. Further more, perceptions and fears of high crime in the city and higher taxes largely account for why people are moving from Toledo to Swan Creek Township. A recent study of home sellers in Toledo revealed that the primary reasons why people were leaving Toledo were safety, property values, schools, and the lack of newer, larger and better--styled homes (Aryeetey-Attoh and Randall, 1991).

## 5.2 AGE DISTRIBUTION

According to the 1990 census, for Ohio, Fulton County, and Swan Creek Township, the largest age group of persons falls between the ages of 25-44, sometimes referred to as the family forming age group. It is interesting to note that the median age for all three entities are very similar; 33.3 % in Ohio, 32.5 % in Fulton County, and 32.8% in Swan Creek. One unique characteristic about Swan Creek, as opposed to Ohio or Fulton County, is there are more

males than females living in Swan Creek, 51.7% of the population are male whereas 48.3% are female. The median age of Swan Creek residents in 1980 was 26.5. The median age for all of Fulton County was between 26.5 and 30.3.

### 5.3 POPULATION DENSITIES

All townships within Fulton County have experienced an increase in population per square mile (Table 5.3). The most significant increases have come from those townships that contain villages within their borders. Such villages include are Swanton, which is in both Fulton Township and Swan Creek Township, and the Village of Delta, which is in York Township and Swan Creek Township. The City of Wauseon has significantly increased the population densities in Clinton Township, just as Archbold has increased the population densities within German Township.

Clinton Township, with an area of 41.7 square miles, has the highest population density Fulton county, increasing from 112.5 persons per square mile in 1940 to 199.7 persons in 41.7 per square mile in 1990.. One reason why Clinton Township has the largest population density is because the City of Wauseon is located within the township.

Swan Creek Township, with 42.2 square miles, has almost the same number of square miles as Clinton Township; nearly tripled in population over the past 50 years. In 1940, Swan Creek Township's population density was 66.9 per square mile. By 1990, its population density increased to 182.4 persons per square mile. What is interesting to note is the existing 1975 comprehensive plan of Swan Creek Township, projected its population density to grow more than any other township in the county largely because of its proximity to Toledo.



TABLE 5.3

POPULATION DENSITIES IN FULTON COUNTY  
DECENNIALLY, 1940-1990

TOWNSHIPS	Approximate Area (Sq. Mile)	Average Population Densities (Persons per Sq. Mile)					
		1940	1950	1960	1970	1980	1990
Amboy	25.7	59.1	62.8	67.2	68.1	62.1	59.6
Chesterfield	30.1	30.9	29.5	32.2	32.8	34.7	35.1
Clinton	41.7	112.5	125.2	147.2	164.1	194.8	199.7
Dover	21.2	47.2	50.6	48.7	49.2	53.6	52.4
Franklin	28.7	27.4	25.9	26.8	26.5	25.7	25.7
Fulton	29.1	57.5	65.1	78.2	92.9	110.9	109.7
German	50.9	62.0	69.1	85.6	101.9	106.7	107.6
Gorham	41.7	45.2	46.9	48.6	51.8	55.3	53.9
Pike	28.0	34.1	34.8	36.7	40.2	51.3	55.1
Royalton	25.2	48.8	52.8	57.5	59.6	57.2	55.4
SWAN CREEK	42.2	66.9	72.4	94.4	131.9	173.2	182.4
York	42.5	71.0	76.2	83.2	94.0	93.4	98.3
COUNTY	407.0	58.0	62.8	71.9	81.3	92.8	94.5

SOURCE: U.S. Census of Population 1940, 1950, 1960, 1970, 1980, and 1990.

Population estimates, based on a study of Water and Wastewater completed by Poggemeyer Consultants in 1975, projected Swan Creeks population density per square mile to be 173.1 by 1990 and 215.1 persons per square mile by 2000. However, in 1980, Swan Creek's population density was 173.2, ten years sooner than Poggemeyer Consultants predicted. According to the 1990 census, the population density for Swan Creek is 184.4 which is second highest in the county. Clinton Townships population density is 199.7 per square mile in its 41.7 square mile area..

With North Star and Worthington Steel locating in Delta, which is expected to provide nearly 500 jobs, population densities are expected to dramatically increase and will surpass what Poggemeyer predicted for the year 2000. However, the question that needs to be addressed is whether or not Swan Creek can handle the dramatic increase in population and the continued conversion of farm land into housing, commercial, or industrial development without some type of land use planning?

#### 5.4 EDUCATIONAL ATTAINMENT

Table 5.4 provides comparative data on the educational attainment levels of those persons aged 25 years and older. Table 5.4 suggests that the majority of Swan Creek residents, 45.8%, have graduated from high school. For all of Ohio and Fulton County, the highest percentages of educational attainment exist with those people who have a high school diploma. Table 5.4 shows that Swan Creek Township's percentage of residents with some college education (17.4%) slightly exceeds those for the State of Ohio (17.0 %) and Fulton County (14.9%). However, the State of Ohio and Fulton County have higher percentages of college graduates with a bachelor's degree.

TABLE 5.4

EDUCATIONAL ATTAINMENT  
OHIO, FULTON COUNTY, AND SWAN CREEK TOWNSHIP, 1990

	STATE OF OHIO		FULTON COUNTY		SWAN CREEK TWP.	
	Total	% Total	Total	% Total	Total	% Total
Population 25 Years and over	6,924,764	100.0%	23,846	100.0%	4,755	100.0%
Less than 9th Grade	546,954	7.9%	1,842	7.7%	229	4.8%
9th to 12th Grade, No Diploma	1,137,934	16.4%	3,343	14.0%	780	16.4%
High School Graduate	2,515,987	36.3%	11,187	46.9%	2,180	45.8%
Some College, No Degree	1,179,409	17.0%	3,545	14.9%	829	17.4%
Associate Degree	369,144	5.3%	1,471	6.2%	297	6.2%
Bachelor's Degree	767,845	11.1%	1,664	7.0%	283	6.0%
Graduate or Professional Degree	407,491	5.9%	794	3.3%	157	3.3%

SOURCE: U.S. Bureau of Census: *General and Economic Characteristics*, Ohio, 1990.

## 5.5 INCOME LEVELS

Family income levels for Swan Creek township are rather unique in comparison to Fulton County and the rest of Ohio. Nearly 70% of the families in Swan Creek Township have incomes ranging from \$30,000 to \$74,999 per year. The highest income level within the above mentioned range is \$50,000 to \$74,999 per year, constituting 32.8% who earn an income within this range. For Fulton County, the largest percentage for family income is between \$30,000 to \$39,999 per year, 22.7%. Percentage wise, Ohio as a whole has been fairly evenly spread out in terms of people earning between \$10,000 to \$74,999 per year.

Per capita income has risen significantly over the past ten years. In 1979 Fulton County's per capita income was \$6,873, by 1985 it nearly doubled to \$9,660. For Swan Creek Township during the same years, per capita income was nearly the same \$6,753 in 1979 and then \$9,697 in 1985. Per capita is representative for all three entities, \$12,771 for Swan Creek, \$12,467 for Fulton County and \$13,461 for Ohio. However, the median family income for all three study groups is significantly higher in Swan Creek Township (\$41,269). Fulton county's median family income is \$35,904 and Ohio's median family income is \$34,351. There are 1,047 families in Fulton County whose income comes from farm self-employment. There are 136 families in Swan Creek whose income comes from farm self-employment.

The percentage of families below the poverty level is significantly lower for residents in Swan Creek, at 4.3%, whereas in Fulton County poverty level is 4.7% and 9.8% for Ohio as a whole. There are 106 households in Swan Creek who receive some type of public assistance and 530 households in Fulton County.

Per capita income (without considering inflationary effects) has risen significantly over the past ten years. In 1979 Fulton County's per capita income was \$6,873, by 1985 it nearly doubled to \$9,660. For Swan Creek Township during the same years, per capita income was nearly the same \$6,753 in 1979 and then \$9,697 in 1985. Per capita income is representative for all three entities, \$12,771 for Swan Creek, \$12,467 for Fulton County and \$13,461 for Ohio (Table 5.5).

TABLE 5.5

FAMILY INCOMES  
STATE OF OHIO, FULTON COUNTY, AND SWAN CREEK TOWNSHIP, 1990

	STATE OF OHIO		FULTON COUNTY		SWAN CREEK	
	Total	% Total	Total	% Total	Total	% Total
<b>FAMILY INCOME</b>						
Less than \$10,000	282,193	9.7%	501	4.7%	101	4.9%
\$10,000 to \$19,999	432,815	14.8%	1,422	13.4%	207	10.0%
\$20,000 to \$29,999	511,636	17.5%	1,908	18.0%	290	14.0%
\$30,000 to \$39,999	503,131	17.3%	2,413	22.7%	374	18.0%
\$40,000 to \$49,999	407,783	14.0%	1,864	17.6%	382	18.4%
\$50,000 to \$74,999	520,951	17.9%	1,916	18.1%	681	32.8%
\$75,000 to \$149,999	217,031	7.4%	519	4.9%	19	0.9%
\$150,000 or more	39,898	1.4%	67	0.6%	21	1.0%
<b>TOTAL FAMILIES</b>	2,915,438	100.0%	10,610	100.0%	2,075	100.0%
<b>TOTAL POPULATION</b>	10,847,115		38,498		7,699	
Median Family Income	\$34,351		\$35,904		\$41,269	
Per Capita Income	\$13,461		\$12,467		\$12,771	
Families below poverty level (% below poverty level)	285,713 9.8%		499 4.7%		89 4.3%	

SOURCE: U.S. Bureau of Census, General and Economic Characteristics, Ohio 1990.

## CHAPTER 6

### ECONOMIC BASE

#### 6.1 INDUSTRY

More specifically, the composition of employed residents by major industrial sectors for Ohio, Fulton County and Swan Creek Township indicate that 29.6% of residents in Swan Creek are employed in manufacturing, of that 29.6%, 7.3% are in non-durable goods and 23.3% are in durable goods. For Fulton County, manufacturing is also the industry that employs the most people 33.5%, 7.6% in nondurable goods and 26.0% in durable goods. The second highest employment sector for Swan Creek Township is the service industry 28.2%, and 25.1% for Fulton County. As for the entire state of Ohio, the service sector employs the most people, 31.4%.

#### 6.2 LABOR FORCE

There were 28,450 persons eligible to work (those people 16 years and older) within Fulton County in 1990.. Of that 28,450, the civilian labor force participation in Fulton County is 19,786. (69.5%), and the number unemployed is 1,168 or 5.9%. Unemployment rates for Fulton County have significantly gone down over the past four years, indicating that there could be a shortage of people eligible to work in the area. According to the Ohio Bureau of Employment Services, estimates of the civilian labor force for Fulton County in 1994 was 5.4% (Ohio Labor Force Estimates, 1995). In 1993, unemployment was 6.8%; compared to 9.0% in 1992; 8.7% in 1991, and in 7.4% in 1990. As a result of North Star and Worthington Steel locating in Delta and the prospects of complementary industries coming in the future, it is expected that the number of

persons employed in Fulton County will increase.

In Swan Creek Township, the number of persons eligible for employment are 5,729. Of the 5,729 eligible persons, the civilian labor force is 4,087 (71.3%) with 285 (7.5%) being unemployed. The male employment rate (8.1%) is higher than the female unemployment rate (6.7%). Within Swan Creek Township, there are no persons in the armed forces.

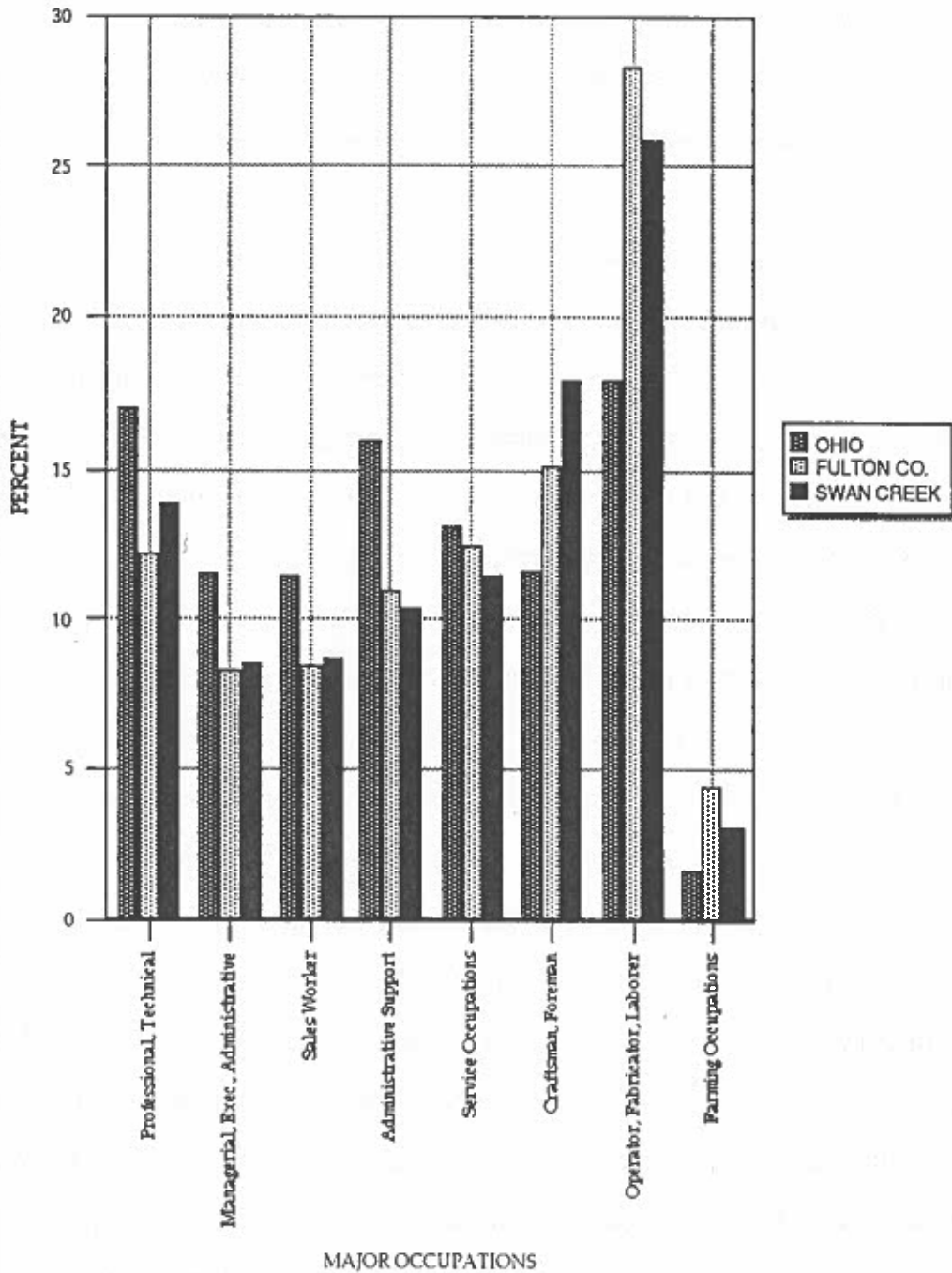
### 6.3 OCCUPATION

The composition of employed residents by occupation for Fulton County and Swan Creek Township are fairly representative of all types of occupations as classified by the U.S. census. Operators, Fabricators, and Laborers constitute the predominant occupational categories in Swan Creek Township (25.9%) and Fulton County (28.3%). As Figure 6.1 shows, this is also the largest category for the entire state. However, occupations are more evenly distributed throughout the state than in Fulton County or Swan Creek. The second highest profession for Swan Creek are craftsmen and foremen, estimating 17.9 % of the residents are employed in this field. There is no difference in employment from 1970, 1980 and 1990 other each year more people are employed.

This indicates that Fulton County's residents are largely dependent on manufacturing jobs. While the national and state wide trends indicate that the economy is shifting from manufacturing to service, many Fulton County residents continue to be employed in manufacturing jobs. The number of manufacturing jobs in Fulton County will likely increase when North Star and Worthington Steel begin operations, and any subsequent industrial jobs that become available as a results of these two steel mills.



COMPOSITION OF EMPLOYED RESIDENTS BY MAJOR OCCUPATIONS  
OHIO, FULTON COUNTY, AND SWAN CREEK TWP.



## 6.4 WORK DESTINATION

Work destination for most Swan Creek residents is out of the township. According to the U.S. census, only 121 Swan Creek residents work out of their home, 1,329 work in Fulton County and 2,264 work in another county and 117 work out of the state. Average travel time to work for Swan Creek residents is approximately 29 minutes. There is no official census information indicating how many businesses are in Swan Creek Township, nor is there information on the number of residents and non-residents work at those businesses in Swan Creek. However, Swan Creek is primarily a residential suburb. According to the Dickman Directory, which is an information directory for all of Fulton County, there are approximately 74 businesses located in Swan Creek Township, including Swanton and Delta. However, there is not a breakdown of how many people are employed at those particular businesses

The U.S. census does breakdown work destination for Fulton County residents. The census indicates that 11,738 people, or 64.2%, of Fulton County residents work within the county. Almost 3,200 people work in the city of Wauseon and 8,539 work in the remainder of Fulton County, 3,000 of those employed in Fulton County work at Sauder Woodworking Co. Lucas County is the second highest destination where people travel to work, 4,210 persons, to be exact. That number has more than doubled over the past 20 years. The last comprehensive plan for Swan Creek Township, published in 1977 indicated that 1,972 people living in Fulton County commuted to Lucas County.

Of that 4,120 that travel to Lucas County, 2,181 travel specifically to Toledo. About 2,228 of Fulton County residents work outside of Fulton and Lucas County. The significance of that number is the amount of potential income tax revenue the county loses. While those people do pay property tax

on their home, most of that money goes toward the schools.

With specific reference to Swan Creek Township, because most of its residents do not work in the township, it loses the necessary funds needed to maintain its services and infrastructure. For instance, the median family income for Swan Creek Township is \$41,269 dollars per year. If the township had a 1.125 percent income tax, one household could bring in \$512 dollars annually. Swan Creek has 2566 households, at 1.125 % the township could generate 1.3 million dollars a year in income tax.

## 6.5 TRANSPORTATION TRENDS

Transportation within Swan Creek Township is solely provided by personal automobiles. There is no public or mass transit in Swan Creek or Fulton County for that matter, except for public school buses servicing students. The main thoroughfare through Swan Creek is State Route 20A (ie State Route 2 or Airport Highway). The county roads that run through Swan Creek are County Roads A through H (1000 - 7999) and County Roads 1 through 7 (1000 - 6999). There are currently 46.20 miles of road within Swan Creek. This number, however, will change before the end of the calendar year because of new residential subdivision that are proposed for the township.

According to traffic counts gathered by the Fulton County Engineers Office, traffic has increased considerably since 1987 (1987 being the last traffic count on file). Because of the increase in population in Swan Creek Township, it is no surprise that there has been an increase in traffic within the township, especially because of many new subdivisions. Since 1987 there has been 9 new platted subdivisions, consisting of 179.5 acres, and 328 lot splits,

consisting of 1276.8 acres within Swan Creek Township. The benefit of a subdivision is they have an access road that runs off of the county road to service all residents located within the subdivision. Access roads save maintenance on county roads and road drainage. Subdivisions also saves farm land, keep residential housing consolidated in one area as opposed to having housing spread along county roads. Subdivisions adds to the tax base, the more lots equals more money.

The problem with lot splits is they do not have access roads, residents need to use county roads in order to access their property. This increases traffic on county roads and slows traffic down. For instance, in 1987 County Road A and County Road 3, on the east side of the intersection, had a traffic count of 631. In 1994, the traffic count at that same intersection was 801. In 1987, County Road B and County Road 6, on the east side of the intersection, had a traffic count of 255. In 1994, at the same intersection, the traffic count increased from 255 to 381.

## CHAPTER 7

### HOUSING CHARACTERISTICS

#### 7.1 CURRENT HOUSING STOCK

In 1990, Swan Creek Township had 2,566 housing units as compared to 898 units in 1970 and 1594 in 1980. Of the 2,566 units in Swan Creek, 2,040 (79.5%) are one-unit structures, 164 (6.4%) structures have two or more units, and 362 (14.1%) units are manufactured homes (Table 7.1). Most of the manufactured homes in Swan Creek are located in the unzoned portion of the township. Approximately one-third of those manufactured homes are in "official" manufactured home parks such as Forest Mobile Homes and Countryside Trailer Park.

The total number of housing units currently occupied in Swan Creek is 97.9%, leaving 2.1% vacant -- which is lower than the county's rate (4.2%) and the state's rate (6.1%). A vacancy rate of less than 3% is indicative of a housing shortage, implying the need for more housing in Swan Creek. The majority of occupied units are owner-occupied (83.9% or 2,107), which leaves 16.1% or 404 as rental property. This is fairly representative throughout the entire state. Rural areas tend to have more owner-occupied housing than urban areas.

The majority of homes built in Swan Creek Township are more than 25 years old. About 29.1% (858) of all housing in Swan Creek Township, was built in the 1970s. For Fulton County, 22.1% (or 3292) of all structures built were built in the 1970s as well. New housing construction slowed down during the 1980s. Only 342 new housing structures (or 11.6%) were built in Swan Creek Township as compared to 11.1% (or 1661) in Fulton County during the same period. New housing construction is still on the decline in Fulton County.

Throughout the 1990s, 6.3% or 944 new housing units were built in Fulton County. Almost one-third of new housing development in Fulton County during the 1990s was built in Swan Creek Township.

Of the 2601 housing units in Swan Creek, 1,771 units rely on septic tanks or cesspools and 804 units have public sewer lines. In terms of water, 1,650 units have well water, 860 units have public water or are supplied by a private company and 91 units are supplied by some other source. Most of the housing units that reported having some type of water and/or sewer line are either in the Village of Swanton or Delta.

The value of housing for Swan Creek Township is fairly representative throughout the entire county. Nearly half, 46.6%, of all the housing stock in Swan Creek is valued between \$60,000 to \$99,999 thousand dollars. 82.6% of Fulton County's housing stock is between the price range of \$30,000-\$99,999 thousand dollars.

Given the population projections and assuming everything remains the same, Swan Creeks population is expected to increase to 12,618 by the year 2010. Based on this projection and current housing densities and housing size, it is projected that the township will need to set aside 2,622 acres of land for future residential growth.

TABLE 7.1

SELECTED HOUSING CHARACTERISTICS  
OHIO, FULTON COUNTY AND SWAN CREEK TOWNSHIP, 1990

	OHIO		FULTON COUNTY		SWAN CREEK TWP	
	Number of units	% of units	Number of units	% of units	Number of units	% of units
Total Housing Units	4,371,945	100.0%	14,095	100.0%	2,566	100.0%
Units in Structure						
1	3,044,477	69.6%	11,114	78.9%	2,040	79.5%
2 or more	1,080,949	24.7%	1,436	10.2%	164	6.4%
Mobile Home	246,519	5.6%	1,545	11.0%	362	14.1%
Vacant Units	284,399	6.5%	591	4.2%	55	2.1%
Occupied Units	4,087,546	93.5%	13,504	95.8%	2,511	97.9%
Total Occupied Housing Units	4,087,546	100.0%	13,504	100.0%	2,511	100.0%
Owner	2,758,149	67.5%	10,601	78.5%	404	16.1%
Renter	1,329,397	32.5%	2,903	21.5%	2,107	83.9%
Persons Per Occupied Housing Unit	2.60		2.82		3.00	

SOURCE: U.S. Bureau of Census, General Housing Characteristics, Ohio 1990.

## CHAPTER 8

### LAND USE INVENTORY

#### 8.1 PAST AND CURRENT LAND USE

Past land use in Swan Creek has traditionally been agricultural with scattered residential. Currently there are approximately 26,880 acres of land in the township, 15,818 acres are used for agricultural purposes. The eastern section of the township is primarily wooded, hosting the Maumee State Forest, along with some small private fields and high concentrations of residential land use. The southeastern section of the township has scattered agriculture forestry. There are some small business farmers who grow Christmas trees and some who harvest trees for lumber.

The western section of the township has traditionally been the predominant agricultural and livestock area. The soils are of good quality, in part because the land has been cleared and maintained for purposes of agriculture. The soils are well drained so the best crops are the ones that do not like moisture, such as tomatoes and cucumbers. These are considered to be high value crops and are sent out of the area to places like Napoleon or Toledo for processing. Moderate value crops, such as corn, soybeans, and wheat, are also grown in this section of the township. Corn and soybeans, for the most part, are sent out of the region and used as livestock feed. The wheat crop is largely sent to Toledo for processing at places like Nabisco, The Anderson's, and Cargill who is a grain marketer. There is not much livestock production in the township, except for Brehms, the large dairy farmer and Storeholder the large swine (hog) operation.

The northern part of Swan Creek, in terms of agriculture, hosts



predominately fruit production and truck crops. The soils in the northern section are preferred by these types of crops because they have good drainage characteristics; ie good water holding capacity because of the high content of organic matter. Johnson's Orchard has a produce stand on 20A, selling to the local market, put they also wholesale out of the area to grocery stores and the like in Toledo and surrounding markets. Schultz's Fruit Farm is another large fruit-farming operation in Swan Creek. Like Johnson's Orchards, Schultz's Fruit Farm distributes to local markets and wholesale to region markets. The truck crops, or fresh vegetables such as tomatoes, sweet corn, squash, melons, and peppers are also distributed locally and regionally. The truck crops are sold primarily to local markets, The Anderson's, and to farmer's markets in Toledo and Detroit.

## 8.2 LAND CONVERSION SINCE 1985

As of 1987, 1456.3 acres of land have been converted from agricultural land use to residential use. Of that 1456.3 acres, 179.5 consist of subdivisions and the remaining 1276.8 acres consist of lot splits. There has been 44 major lot splits in Swan Creek, consisting of approximately 652 acres and 284 minor lot splits consisting of 624.8 acres. Nine subdivisions have been established in the township since 1987, resulting in approximately 179.5 acres of farm land being converted into residential land.

One recent land conversion was the old Norfolk and Southern Rail Line, sometimes called the Wabash Rail Line, which has been converted for recreational use, commonly called "Rails to Trails." Rails to Trails is a 63 mile long trail extending from Montpelier to Maumee, just south of Monclova Road near I-475. A few 100 feet southwest, the trail picks back up and goes into

Liberty Center and officially ends there. The portion of Rails to Trails that extends through Swan Creek Township totals 111.22 acres.

### 8.3 ANNEXATIONS

Since 1987, there have been seven annexations of land from Swan Creek Township into the Villages of Swanton and Delta. Approximately 237.06 acres of land has been annexed from Swan Creek Township. Most of the land annexed from Swan Creek into Swanton was done so by the Cannaley Corporation. In 1988, Cannaley Corps. petitioned for 116.61 acres to be annexed from Swan Creek into Swanton. In 1990, they petitioned for 78.20 acres of land to be annexed out of the township and into the village. Essentially two-thirds, or 194.81 acres, of all land annexed out of Swan Creek was done so by the request of the Cannaley Corporation. Most of the land annexed by the Cannaley Corporation still remains undeveloped.

Annexation, according to the Ohio Township Association, is "the most serious and fundamental problem facing township government today." Currently annexation is biased toward municipalities, and does not take into consideration the impact annexation has on the township. The Ohio Township Association argues that annexation by municipalities requires less time and effort than trying to revitalizing and financially improve their own municipality. Townships suffer from annexation because they lose land and tax dollars. The loss of tax dollars means loss of money needed to maintain the townships infrastructure.

There is currently annexation reform called House Bill #36, which is being initiated by the Ohio Township Association that is designed to protect townships from annexation. If this state legislation becomes law, which has

been drafted by officials from Akron and Toledo, the bill would created "joint economic development districts, allowing cities and townships to negotiate contracts splitting the tax proceeds of real estate development." The way this works is the townships can keep the property taxes while a "special tax board levies an income tax to be shared among jurisdiction." ("Ohio Slowdown", 10 1989)

#### 8.4 NON-CONFORMING LAND USE

Non-conforming land use is that use of land that does not conform to that particular zoning district, such as a junk yard existing in an area zoned for residential. Since most of Swan Creek is not zoned, non-conforming land use is not an issue. There are however a few examples, such as the used car lot on County Road 3 and E and the used lawn mower company on County Road D between 2 and 3 are examples of non-conforming land use. The lawn mower company was in existence before that portion of the township was zoned. Therefore, the owner of the lawn mower company was grand fathered. Since the last zoning ordinance was implemented in 1953, there are few non-conforming land uses within the township outside of the above mentioned.

## CHAPTER 9 INFRASTRUCTURE AND PUBLIC FACILITIES

### 9.1 WATER AND SEWAGE

Currently, Swan Creeks water and sewage is disposed through wells and septic tanks. There are no public water or sewer lines through the township, except for an extension on Road H west of Swanton to Road 3 and on Road 2 south of Airport Highway.

However, there are some areas within the township that are experiencing water problems. Countryside Trailer Park will soon be hooked up to Delta's public water because water quality in the trailer park is poor and there is not enough water to service the residents. Just recently a petition was presented to the Village of Delta for water lines to be extended to Peaceful Valley and Forest Mobile Home Park. These two areas are also experiencing problems with their water supply. If this project is approved, it will service approximately 125 homes, costing nearly a half a million dollars and averaging at least a 12 month completion time.

As it stands now, the county will have to sell bonds in order to raise enough money for construction of the water lines. Each home will be assessed a certain percentage of the cost of the water lines, which will be extended over a 20 year period.

### 9.2 ROAD CONDITIONS

Current road conditions in Swan Creek Township, as stated by the Ohio Department of Transportation-Bureau of Transportation Technical Services Road Inventory System, are in fair condition. There are 46.20 miles of roads

within the township. Only 1.02 road miles has a classification of E2 which has a rating of poor, equating to "gravel or stone road graded and drained" (Ohio Department of Transportation). There are 15.98 miles of road that is classified as H2, equating to a rating of fair. H2 stands for "bituminous penetration" which is surface treated road having a "combined base and surface [of] seven feet or over"(ODT). There are 27.53 miles of road within the township that have a classification of I, equating to a rating of good to excellent. I stands for "bituminous concrete, sheet asphalt or rock asphalt road"(ODT). The 27.53 road miles have a surface width of 18-24 feet. There is 1.67 miles of road that has an excellent rating because its surface width is greater than 24 feet. Most of the roads with an excellent rating are in subdivisions because subdivision regulations require new roads to have a minimum width of 24 feet.

### 9.3 CURRENT PUBLIC SERVICES

Current public services that are provided by a township government are road maintenance such as snow removal, pavement, and weed control. Townships can employ a police constable, having similar power to that of a sheriff. Fire protection can be staffed by volunteers or full time fire persons, but they usually work closely (ie. sharing services) with nearby municipalities. The fire departments provide EMS to the townships. Cemeteries are maintained and authorized by the township trustees. They are responsible for selling plots, implementing fees for upkeep, and expanding when necessary.

Parks and recreation facilities may be established by a township, if so they are owned and operated by an appointed group of park commissioners who are required to be residents of the township. These park commissioners are responsible for upkeep of the park and its equipment and any other

necessary improvement such as expansion, construction, and levying for taxes.

Waste disposal and refuse pick is the townships responsibility, but they may bid into a contract with a neighboring municipality to provide the township with that service. Payment of such services may be generated by tax revenue. Lighting of the township, be it for a public road or a public place under the townships supervision, can be provided for the safety of its residents. Townships can either provide lighting service or contract it out to some type of electric company. Other township functions include zoning, stray animals, ditches and drainage, fences, hospital districts, memorial/monuments, controlling weeds and brush.

Looking specifically at Swan Creek, the township provides its residents with fire and rescue services which is contracted with the four neighboring villages. The township also provides its residents with road and sign maintenance, snow removal, mowing road sides, cemetery maintenance and drainage.

CHAPTER 10  
PLANNING RECOMMENDATIONS

10.1 RECOMMENDATIONS FOR FUTURE RESIDENTIAL GROWTH

Goals for future residential growth, as recommended by the county planning commission and by the township trustees, include the development of appropriate zoning, building regulations, subdivision regulations, along with the creation of a water district. The number one problem in the township is the uncontrolled haphazard growth. Related problems are numerous parcel splits occurring, subsequently creating problems with drainage, sewage disposal, and water quantity and quality. The recommendations are as follows:

1. *The township trustees and the county planning commission encourage residential growth but in a planned and organized fashion. It is recommended that growth be directed to where adequate infrastructure is available, hence ensuring that appropriate concurrency management plans be effected.*

2. *The township should have a water district in order to supply the residents with quality water and to prevent future water contamination and water shortage. A water district would slow down annexation as well as control growth. With public water, the township can control where growth in the township occurs; wherever a water line exist, that is where the growth will happen. Public water will also be beneficial in terms of steering residential growth, specifically the location of subdivisions. The township trustees and the planning commission believe that subdivisions will be better served with public water rather than well water.*

3. *To manage residential growth, current policies within the township*

*need to be changed. This means creating new policies to regulate lot splits based on soil type, water capabilities, and water quality within the area. Another device for controlling residential growth might be to only approve lot sizes that are five acres or greater with 500 foot road frontage.*

One of the problems with road-front lot splits is in some cases, natural drainage ditches have been taken away and the storm water has no place to go. The result is a lot of flooding or ponding. Because the area at one time was a swamp, it is important that the ditches remain in order for the natural drainage process to occur; or a supplement be provided. Another problem with road front development is the additional wear-in-tear on the county and township roads. The planning commission would rather see larger lot splits with major or minor subdivisions located on the lot with one access road, as opposed to road front lot splits with many driveways accessing off the main roads.

The township does not have a problem with blighted housing areas. There is some scattered blighting, but no concentrated area of blight within the township. One of the major housing problems within Swan Creek is a number of structures are not built according to state building codes.

*4. As stated earlier, building codes should be enforced in order to maintain the value of the current housing stock and maintain the integrity of the community.*

*5. One tool that can be implemented to help offset the cost of future residential development is to assess impact fees on new housing structures built within the township. The impact fee would be based on percentages that are averaged from the cost of services divided by the number of current housing. Impact fees can help pay for the increase in service needed for new residents.*



## 10.2 RECOMMENDATIONS FOR FUTURE INDUSTRIAL GROWTH

Currently there is no industrial land designated for future development. The planning commission suggests that the township provide opportunities for appropriate industrial development. *Direct industrial growth to areas where there is immediate infrastructure, possibly the industrial park on the east side of Delta or toward Swanton. Also, the Airport Highway Corridor (US Rt 20), in between Swanton and Delta, should be zoned industrial; one half mile north of US Rt 20 and one half mile south of US Rt 20.*

The question is whether or not the township wants to encourage industrial growth. According to a random survey distributed to Swan Creek residents indicate that 45.9% of the respondents were in favor of industrial development; similar to that of an industrial park. An ideal site for such a park would be the area off of Airport Highway, either at the far east end of the township or the far west end of the township, in view of its proximity to proper infrastructure. To have the industrial park near existing infrastructure would keep the cost down and prevent an excess water and sewer lines crossing over farm fields. The other benefits of an industrial park is that it clusters industries together, keeping them away from non-related traffic. Also, with an industrial park there is an access road that keeps the flow of traffic moving steadily on and off Airport Highway.

## 10.3. RECOMMENDATIONS FOR FUTURE COMMERCIAL GROWTH

There is a lack of commercial use in the township, in regards to services. Most of the residents in Swan Creek have to go outside of the township for various commercial services. It would be advantageous for the township to

encourage some commercial ventures. According to the results of the survey, 50% of the respondents were in favor of commercial development. However, in order for the township to have commercial growth that fits into the natural landscape of the area, there needs to be designated areas for commercial growth, serviced with proper infrastructure; specifically public water and sewer lines and access roads. *The Airport Highway corridor is the best location for commercial development, but there needs to be controlled growth in that corridor. There should be a task force for the area between Delta and Swanton to study and recommend growth policies along Airport Highway.*

#### 10.4 RECOMMENDATIONS FOR INFRASTRUCTURE IMPROVEMENTS

1. *The township needs to have a capital improvements plan designed to identify what needs to be done in terms of water, sewer and storm water drainage. The township should look into creating a water and sewer district. This could be done by buying water from Delta, Swanton, or Lucas County. Delta is willing to provide water to Swan Creek, Swanton is not. Swanton's policy is to annex land instead of supplying infrastructure outside of the Village limits. That is why five of the seven annexations that have taken place since 1987, from Swan Creek into Swanton were business (Dielman, Inc., Cannaley Corp., R&D Development and Wolfe). The property that was originally in Swan Creek, but contiguous to Swanton, and since the businesses have to be tapped into public lines, Swanton would not extend lines beyond the villages territory unless those property owners agree to annex into Swanton.*

2. *According to the Fulton County Comprehensive Water Plan, prepared by Finkbeiner, Pettis and Strout in 1994, Swan Creek should be serviced with water by Lucas County because Delta's existing water treatment plant "is not*

able to supply enough treated water to serve the developing Swan Creek Township." The location for a water line would exist on County Road D because the current line in Lucas County is on Route 64 which turns into Co. Rd. D upon entering Swan Creek Township.

3. The township trustees would like to establish their own water district. A water district would allow the trustees to have more control over development in the township. More specifically, a water district would slow down annexation and allow the township to steer residential, commercial and industrial growth to where proper infrastructure exist.

#### 10.5 RECOMMENDATIONS FOR FUTURE LAND USE

1) The county planning commission and the township trustees would like to zone the rest of the township. Zoning can be used as a tool to control growth. Neither the county nor the township officials want to stop growth, they simply want to control or steer growth into a direction where it is best suited. The township needs to have areas specifically zoned for residential, commercial and industrial use. 2) As stated earlier, zoning for commercial and industrial locations should exist within the Airport Highway Corridor. The purpose of the Airport Highway Corridor is to create a more attractive, cohesive and safe roadway.(Figure 10.5). The planning commission wants to avoid "long stretches of intensive development, poorly marked and inadequately spaced driveways, inadequate turning lanes, and haphazard on-site circulation facilities." (PDY Land Use Plan, 1995).

3) The Planning Commission staff and Township Trustees recommend residential zoning for the far eastern and far western sections of Swan Creek. The two main reasons for this include: a) there is already large concentrations

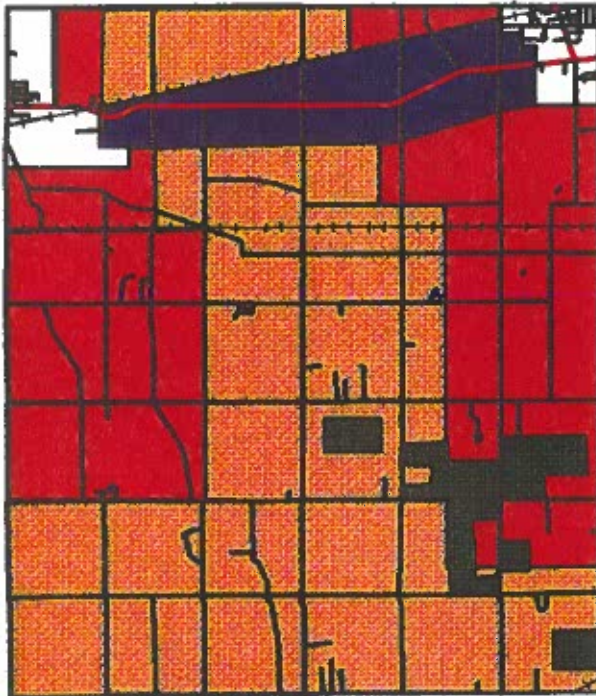
of residential development in these areas, and b) the accessibility of water and sewer lines from Delta, Swanton, or Lucas County. The Planning Commission recommends that homes outside of subdivisions be on no less than 5 acre parcels with 500 ft. road frontage. 4) *There needs to be preservation of agricultural land, in part to maintain the integrity, character and the natural landscape of Swan Creek.* The township and county officials recommend that the far northern, middle and southern portion of the township be zoned agriculture. Also because by keeping residential development restricted to a specific area will reduce future conflicts between farmers and non-farmers. Also because agriculture is the main industry within the township. Farm land in Swan Creek Township is the cheapest to operate and makes the most money. Farm land does not require the community services that residential land does, services such as public water and sewer lines, police, fire and rescue, or road and sign maintenance. Every time a house goes on a lot, the need for services increase. Also, farmers and non farmers should have some distance between each other. Residents often complain of farming practices, especially if it results in a stench in the air. And farmers often complain if a non farmers livelihood somehow interferes with a farmers ability to farm. For example, already mentioned was the problem with natural drainage ditches. 5) *To help alleviate these problems, one suggestion is to establish buffer zones between farmers and non farmers.* Buffer zones can be established in order to provide distance between farmers and non farmers as well as commercial and industrial enterprises to minimize conflicting land use.

# FUTURE LAND USE MAP

## SWAN CREEK TOWNSHIP

### LEGEND

-  Industrial
-  Residential
-  Agricultural
-  Forest
-  County & Township Roads
-  Railroads
-  Highways



Miles



Cartographer: Jennifer Grabel  
Source: Soil Survey (1990)



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## FULTON COUNTY REGIONAL PLANNING COMMISSION

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July 24, 1995

Dear Swan Creek Township Residents,

The Fulton County Regional Planning Commission is currently gathering information in preparation for a mini-comprehensive plan on Swan Creek Township. In preparation for the mini plan we, at the Planning Commission, are very interested in your opinion about the township you live in.

If you could take a few minutes to complete this survey, we would greatly appreciate it. Your thoughts and concerns are very important to us and to the completion of the mini-comprehensive plan. This survey is strictly confidential.

This survey is randomly being distributed to residents only in Swan Creek Township. If you have a friend or neighbor who did not receive a survey but interested in voicing their opinion, have them contact the planning commission and we will gladly provide them with a survey.

Again, thank you for your time in this matter. We appreciate any concerns or suggestions you would like to share with us about your township.

Sincerely,

Jennifer Grabel  
Planning Intern

210 South Fulton Street

Phone (419) 337-9214

Courthouse B-10

Wauseon, Ohio 43567  
FAX (419) 337-9297

**Swan Creek Township Community Needs Survey**  
 Please Rate Your Community on the Following Items

(÷) Good	Fair	Poor	
_____	_____	_____	<b><u>Community Services</u></b>
_____	_____	_____	water supply
_____	_____	_____	water quality
_____	_____	_____	solid waste disposal
_____	_____	_____	schools
_____	_____	_____	mosquito control
_____	_____	_____	medical service
_____	_____	_____	EMS service
_____	_____	_____	police service
_____	_____	_____	fire service
_____	_____	_____	road conditions
_____	_____	_____	maintenance of county and township roads
_____	_____	_____	street signs
_____	_____	_____	drainage or storm water service
_____	_____	_____	<b><u>Housing</u></b>
_____	_____	_____	condition of current housing
_____	_____	_____	adequate housing for all incomes
Needed	Not Needed	Don't Know	
_____	_____	_____	<b><u>What is your opinion on:</u></b>
_____	_____	_____	population growth control
_____	_____	_____	new housing
_____	_____	_____	land use planning
_____	_____	_____	commercial development
_____	_____	_____	industrial development
_____	_____	_____	public water and sewer lines
_____	_____	_____	agriculture preservation
_____	_____	_____	more community services (please specify)

**Please add any comments you might have: Thank you for your time.**



# FULTON COUNTY REGIONAL PLANNING COMMISSION

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## PRESS RELEASE

- WHAT:** A Planning Summit for Swan Creek Township
- WHERE:** Swan Creek Township Meeting Hall, County Road D and 5-2
- WHEN:** September 25, 1995
- TIME:** 7:00pm
- WHY:** The purpose of the planning summit is to engage the townships residents, officials, and the county officials to determine the goals and objectives of the community. This planning summit is to encourage the public to offer ideas and suggestions about Swan Creek and to develop a strategy for future land use. The Fulton County Regional Planning Commission is presiding over the meeting.

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Wauseon, Ohio 43567  
FAX (419) 337-9297

## COMMENTS

"...so many new homes are being built, I believe our water supply will not be enough... I think there should be how many new homes should be built"

"too many houses"

"..standing water behind our property that has not place to drain and mosquitos are real bad, also the drainage basin in front of our property has been broken..."

"get these people to clean up their junk cars"

"more control needed in rural areas or types of fencing used, stroage of junk and junk vehicles. More restrictions on types of buidings built, definety need control of new housing"

"have housing developments approved only if they are adjacent to village or cities where water and sewer a do not allow someone to buy a farm miles from water and sewer and plot if off unless public water and sewer can be used. Minimum 5 acre parcels for building sites."

"Fulton County needs better mosquito control; county spraying and educate pond owners to use available products for larvae control"

"mosquito control"

"winter road maintenance needs much improving, make sure entire roads are free from ice and snow not jus widen Co. Rd. 2"

"our road, Oak Court, needs paved not filled in holes which they always do. Real Estate taxes are too high

"need to have a water district"

A.4.1.contd.

"too many new wells, dropping tables; let us keep our wetlands and give us back our privacy. Too many uncontrolled developments, truck traffic too heavy on minor roads, too much noise"

"we need water and sewers on county road H and 2-2, also county rd. 3 from the 1 to railroad, also we should be residential zone"

"mosquito control its so nice out here in the evening but some nights you can't leave your home because of mosquitos. Also a zoning ordinance, too many junk cars and houses, also would help need industry out of ag. land"

"... population growth needed because of sewage and water. " Land use planning needed for tax dollars but Burlington is enough noise and pollution" Public sewer and water needed but with new construction a lot of residence wells are going dry. "

"garbage pick up"

"...Need 35 mph speed zones..." " we ae on low income budget, old folks social security, we can't afford HIGH LIVING but lived here all our lives. Thank you so much"

"Lee High Dr., breaking apart - haven't seen anyone checking the condition of roads, but being taxed"

"we would like a public water supply available to us, more help with port authority and airport noise, we would just like what they have been promising us all along"

'on co. rd. c east of 109 the painted lines on the road are not maintained well enough for the population/ amount of traffic, especially in the winter"

"if you could pattern all trailer courts after the one on St. Rt. 108 and Co. Rd. H, that would be great. But you could get rid of the rest of them. The high population in such a small area seems to breed trouble"

"keep subdivisions in or next to village limits, force to use city water and sewer. Make frontage width on residential from 330' to 500' "

" . . . commercial development in or around towns only. " police sometimes never come when called or wait minutes for fire and EMS service, you'd be dead by the time they get here, or burned down. This part of the township is mostly ignored unless money is involved and population is going crazy"

"I think all of Swan Creek Twp. should be zoned there are too many house trailers and they are an eye sore to look at, and along with the trailers there is usually a few junk cars sitting beside them"

"too many cars fail to stop at stop signs, too many cars speed. Too many cars pull out in front of you you have the brake to keep them from hitting the"

Airport Hwy. and County Rd. 3, too many accidents when coming

"something needs to be done with the mail boxes on 3 entering Airport Hwy. Please look into all the accidents there. I live 1/2 mile from this intersection. I hear too many sirens down there  
"...town meetings" "speed control needed on Co. Rd. 2"

"less govt.=more freedom"

"I would like to see county rd. 2-2 paved"

"when engineering or any other county official is contacted about any problem or idea it seems they always talk a good game but many times they make promises and never keep them. . . ."

"getting too built up with new housing, especially housing developments in the country. Seems like our well water supply is greatly diminished. Our well keeps pumping dry. Too many new houses tapped into the same water vein in my opinion. Get rid of Burlington or sound proof our houses. Thanks"

"too many mobile homes on 5-2 between A and B. Too close for adequate waste disposal with open ditch"

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